## **HOUSE . . . . . . . No. 4105**

## The Commonwealth of Massachusetts

HOUSE OF REPRESENTATIVES, June 20, 2007.

The committee on Public Service to whom was referred so much of the message from His Excellency the Governor recommending legislation relative to establishing the municipal partnership act (House, No. 3749) (as relates to sections 4, 6, 7 and 8), and on the joint petition (accompanied by bill, House, No. 2601) of Rachel Kaprielian and others for legislation to provide municipal health insurance through the Group Insurance Commission, reports recommending that the accompanying bill (House, No. 4105) ought to pass.

For the committee,

JAY R. KAUFMAN.

## The Commonwealth of Massachusetts

In the Year Two Thousand and Seven.

AN ACT TO PROMOTE QUALITY AND AFFORDABLE MUNICIPAL HEALTH INSURANCE THROUGH THE GIC.

- 1 Whereas, The deferred operation of this act would tend to
- 2 defeat its purpose, which is forthwith to provide affordable health
- 3 insurance coverage for cities and towns, therefore, it is hereby
- 4 declared to be an emergency law, necessary for the immediate
- 5 preservation of the public convenience.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

- 1 SECTION 1. Section 19 of chapter 32 of the General Laws, as
- 2 appearing in the 2006 Official Edition, is hereby amended by
- 3 adding the following paragraph:—
- 4 A retirement board in the case of a retiree is authorized to
- 5 deduct the per cent contribution of health insurance premiums for
- 6 all retired members receiving group life insurance, group acci-
- 7 dental death and dismemberment insurance, group general or
- 8 blanket hospital, surgical, medical, dental or other health insur-
- 9 ance coverage pursuant to chapter 32B from the respective retiree
- 10 pension check. In the event that that the amount of a retired
- 11 member's pension check is insufficient to accommodate the entire
- 12 deduction, upon notice from the retirement board, the employer
- 13 for whom the member last worked and from whom the member is
- 14 retired shall bill the retired member for the employee share of the
- 15 premiums.
- 1 SECTION 2. Paragraph (b) of section 2 of chapter 32A of the
- 2 General Laws, as so appearing, is hereby amended by adding the
- 3 following sentence:— A person employed by a regional council of
- 4 government created pursuant section 20 of chapter 34B or
- 5 regional planning district or commission created pursuant to

6 chapter 40B shall be considered an employee under chapter 32A 7 and subject to the terms and conditions of chapter 32A, including 8 but not limited to, premium contribution ratios, in the event that 9 the governing body of the regional council of government or the

10 regional planning district or commission votes to accept said 11 status and notifies the Commission of said vote.

1 SECTION 3. Said chapter 32A is hereby further amended by striking out section 3, as so appearing, and inserting in place thereof the following section:—

Section 3. There shall be established within the executive 4 5 office of administration and finance, but not under its jurisdiction, a special unpaid commission, to be known as the group insurance commission, consisting of the commissioner of administration and 8 finance, the commissioner of insurance, and 9 members to be appointed by the governor, 1 of whom shall be a retired state 10 employee, 1 of whom shall be a health economist, and at least 3 of 11 whom shall be full time state employees, of whom 1 shall be a 12 member of the Massachusetts Public Employees Council, #93, 13 AFSCME, Massachusetts State Labor Council, AFL-CIO, 1 of 14 whom shall be a member of the Massachusetts State Employees 15 Association, NAGE, and 1 of whom shall be a member of 16 Local 254, S.E.I.U., Massachusetts State Labor Council, AFL-17 CIO. In addition, there shall be at least 2 but not more than 4 18 municipal representatives that shall be members of the group insurance commission. One management representative shall be appointed by the governor from a list of 3 representatives nominated by the Massachusetts Municipal Association, and 1 labor representative shall be appointed by the governor from a list of 3 representatives nominated by the president of the teachers' union with the greatest amount of active and retired members enrolled in commission health plans. In addition, upon the transfer of 25,000 26 subscribers from municipal governmental units to the group insurance commission pursuant to section 19 of chapter 32B, there shall be a second management representative appointed by the governor from a list of 3 representatives nominated by the Massa-30 chusetts Municipal Association and a second labor representative 31 by the governor from a list of 3 representatives of municipal 32 public safety employees nominated by the president of the Massa-

33 chusetts Chapter of the AFL-CIO. Whenever an organization 34 nominates a list of representatives for appointment by the governor under this section, the organization may nominate 36 additional candidates if the governor declines to appoint any of those originally nominated. Not more than 55 per cent of the appointive members of the commission shall be members of the 39 same political party. No member appointed by the governor shall be an insurance agent, broker, employee or officer of any insurance company. Upon the expiration of the term of office of any 41 appointive member, his successor shall be appointed in like 43 manner for a term of 3 years. The commission shall be provided 44 with suitable offices and may, subject to appropriation, incur 45 expenses and appoint an executive director who shall be the exec-46 utive and administrative head thereof and who shall not be subject to the provisions of chapter 31. The commission may empower the executive director to appoint such employees as may be necessary to administer the provisions of this chapter. There shall be paid by the commonwealth to each appointive member of said 51 commission the necessary expenses actually incurred in the dis-52 charge of his official duties. The commission shall adopt such 53 reasonable rules and regulations as may be necessary for the administration of this chapter and shall make an annual report to 54 the governor and to the general court which shall include any 56 modifications or amendments made to contracts executed under this chapter and shall be in such form as to enable employees to 58 understand the benefits available from the insurance program, 59 including the cost thereof.

SECTION 4. Chapter 32B of the General Laws is hereby amended by striking out section 19, as so appearing, and inserting in place thereof the following section:—

Section 19. (a) Notwithstanding the provisions of any other section in this chapter, the appropriate public authority of any governmental unit which has undertaken to provide health coverage to its subscribers by acceptance of any other section of this chapter may instead elect to provide health coverage to all such subscribers pursuant to the provisions of this section, by entering into a contract or contracts with any 1 or more health carriers, or by transferring such subscribers to the group insurance

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12 commission established in chapter 32A, pursuant to subsection (e). For the purposes of this section, subscribers shall 14 be defined as employees, retirees, surviving spouses, and depen-15 dents of the governmental unit, and may include any employees, 16 retirees, surviving spouses and dependents of a district as defined in section 2 herein that previously received health insurance bene-18 fits through the governmental unit accepting this section. This section shall take effect in a county, except in Worcester county, city, town or district upon its acceptance in the following manner: in a county except in Worcester county, by a vote of the county commissioners; in a city having Plan D or a Plan E charter, by 22 majority vote of its city council and approved by the manager; in any other city by majority vote of the city council and approved by the mayor; in a town, by vote of the board of selectmen; in a 26 regional school district, by vote of the regional district school committee; and in all other districts, by vote of the registered voters of the district at a district meeting.

Acceptance of this section shall not take effect until a written agreement is reached between the appropriate public authority and the public employee committee established herein, and such written agreement may condition acceptance of this section upon transferring of subscribers into the group insurance commission pursuant to subsection (e).

A written agreement to transfer subscribers to the commission 36 pursuant to this section shall be the sole means by which the subscribers of a governmental unit may be transferred to group insurance commission coverage.

39 Notwithstanding the provisions of subsection (c) of section 4B of chapter 4, the acceptance of this designation may be revoked in 40 the same manner it was accepted in accordance with all other subsections of section 4B of said chapter 4, subject to the requirements of any public employee committee agreements as provided in this section and chapter 150E; provided, however, that revocation of this section shall not take effect until a written agreement providing for such revocation is reached between the appropriate public authority and the employee committee established herein. 48 Nothing in this section shall preclude an appropriate public authority from agreeing to establish a health and welfare trust 50 fund under section 15.

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51 Except as otherwise provided in subsection (e), any such 52 contract or contracts with any one or more health insurance carriers shall be in conformity with an agreement reached by an appropriate public authority and a public employee committee. Such election by the appropriate public authority may be renewed in conformity with any successor agreement reached with a public 57 employee committee.

58 The public employee committee shall be composed of a repre-59 sentative of each collective bargaining unit with which the governmental unit negotiates under chapter 150E and a retiree. Either the public employee committee or the appropriate public authority may convene the initial meeting of said committee at any time upon 30 days notice. The retiree representative shall be a designee of the Retired State, County and Municipal Employees Association. The retiree representative shall have a 10 per cent vote. The remaining 90 per cent vote shall be divided as follows:each collective bargaining unit represented on the public employee committee shall have a weighted vote equal to the proportion which the number of employees eligible for health insur-70 ance under this chapter employed in the bargaining unit he represents bears to the total number of employees eligible for health insurance in all bargaining units of the governmental unit. Any agreement with the public authority must be approved by 70 per cent of the weighted votes of the representatives on the public 75 employee committee as set forth in this section, and shall be binding on all subscribers and their representatives. 76

For the purposes of this section, a health carrier shall include 78 any insurance company organized pursuant to chapter 175, hospital service corporation organized pursuant to chapter 176A, 80 medical service corporation organized pursuant to chapter 176B, a health maintenance organization organized pursuant to chapter 176G, a preferred provider organization organized pursuant to chapter 176I, or, in the case of a governmental unit which is partially or fully self-insured with respect to health coverage, any third party administrator selected by the governmental unit, which may include but is not limited to any health carrier.

87 An agreement so approved under this section shall be binding on all active and retired employees for whom health coverage is 89 being purchased; shall supersede any conflicting provisions of all

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90 collective bargaining agreements and shall itself not be subject to 91 supersedence in any statutory impasse proceeding under 92 chapter 150E, provided, however, that the agreement may include 93 procedures for resolving an impasse in negotiations for a 94 successor agreement. Any dispute arising over the interpretation 95 or application of the public employee committee agreement under 96 this section may be submitted to binding arbitration under the labor arbitration provisions of the American Arbitration Association upon request of the public employee committee or the appropriate public authority, except as otherwise provided in 100 subsection (f). Any request must be approved by 70 per cent of 101 weighted votes of the representatives on the public employee 102 committee as set forth in this section, or where applicable by a 103 majority vote of the appropriate public authority.

A governmental unit which elects to provide health coverage to 105 subscribers under this section shall be deemed in full compliance 106 with any other provisions of this chapter regulating the procurement of health insurance. 107

A governmental unit which elects to provide health coverage 109 under this section pursuant to an agreement approved by a public 110 employee committee, may provide such coverage either as a single governmental unit or, pursuant to section 12, through joint 112 purchase with other governmental units or, with multiple govern-113 mental units, through a risk-sharing pool, trust or health carrier or 114 third party administrator, or by making payments to a health and 115 welfare trust fund to provide health coverage under this section 116 either as a single governmental unit or together with multiple governmental units. 117

The appropriate public authority may contract with a health 119 carrier for direct coverage of subscribers for whom the carrier's 120 geographic service area provides appropriate access and coverage 121 for other subscribers in accordance with subsection (d).

(b) Nothing in this section shall be deemed to require, preclude 123 or permit any change in any aspect of health coverage for sub-124 scribers authorized by this section except where an agreement to 125 provide for such change is reached by an appropriate public 126 authority and a public employee committee in an agreement 127 entered into or modified subsequent to the effective date of this 128 subsection except as otherwise provided in subsection (e). In the

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129 absence of a successor agreement approved under this section the prior agreement of the public employee committee and the appropriate public authority regarding the provision of health insurance 132 shall remain in effect.

- (c) Nothing in this section shall be construed so as to relieve 134 any governmental unit from providing health coverage to any 135 employee, retiree, surviving spouse or dependent to whom it has 136 an obligation to provide coverage under any other provision of 137 this chapter.
- (d) The agreement reached between an appropriate public 139 authority and the public employee committee shall provide for 140 those subscribers who, by reason of residence or domicile, cannot be appropriately served within the service area of the health car-142 rier or carriers included in said agreement, subject to the provisions set forth in this subsection. 143

144 Coverage for subscribers under this subsection shall be pur-145 suant to and in conformity with the agreement required by this section and shall conform to all requirements of this section. The agreement reached between an appropriate public authority and 148 the public employee committee shall provide that any subscriber 149 who for reasons of residency is not eligible for enrollment in any 150 such plan offered by a governmental unit shall be covered under a plan offered pursuant to chapter 176I, if any such plan is provided 152 for under said agreement; provided, that any such subscriber who 153 lives 10 miles or more from the nearest primary care physician 154 providing care under said plan shall have out-of-pocket payments 155 and medical deductibles limited to the amount that he would have 156 paid had he utilized the network of medical services of the plan 157 offered pursuant to chapter 176I. If the agreement reached 158 between the appropriate public authority and the public employee committee provides for only health maintenance organizations or 159 other health carriers that limit enrollment to a particular geographic area, then, notwithstanding any general or special law to 162 the contrary, health maintenance organizations or other health 163 carriers shall provide for the coverage of services provided or 164 arranged for all subscribers who do not reside within the 165 geographic service area of said carriers in the following 166 manner:— any subscriber not eligible for direct coverage due to 167 his residency shall have the same benefit schedule and premium

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168 contribution provided to subscribers residing within the carrier's geographic service area, including but not limited to covered serv-170 ices, out-of-pocket payments and medical deductibles for any and all medical services provided for or arranged pursuant to such 172 agreement.

173 (e) Where an agreement is reached by an appropriate public authority and the public employee committee covering the public 174 employee committee of the governmental unit executed or modified so provides, the appropriate public authority shall notify the 176 group insurance commission that it will transfer to said commis-177 178 sion all subscribers for whom it provides health coverage. Such 179 notice shall be provided to the commission by the appropriate 180 public authority no later than October 1 of each year and the 181 transfer of subscribers to the commission shall take effect as of 182 the following July 1. On the effective date of the transfer, the 183 health insurance of all subscribers, including elderly governmental 184 retirees previously governed by section 10B of chapter 32A and 185 retired municipal teachers previously governed by section 12 of 186 chapter 32A, shall be provided through the group insurance commission for all purposes and governed pursuant to this section. As 188 of the effective date and for the duration of said transfer, subscribers transferred to the commission's health coverage shall 189 190 receive group health insurance benefits determined exclusively by 191 the group insurance commission, which coverage shall not be sub-192 ject to collective bargaining with the exception of contribution 193 ratios which shall be determined by the written agreement.

All subscribers transferred to said commission who are eligible 195 or become eligible for Medicare coverage shall be required to 196 transfer to Medicare coverage, as prescribed by the group insurance commission. In the event of transfer to Medicare, the 198 governmental unit shall pay any Medicare part B premium penalty assessed by the federal government on said retirees, spouses and 200 dependents as a result of enrollment in Medicare part B at the time of transfer into the Medicare health benefits supplement plan.

For each subscriber's premium and the governmental unit's 203 share of said premium, said subscriber and the governmental unit 204 shall furnish to the commission, in such form and content as the 205 commission shall prescribe, all such information it determines to 206 be necessary to maintain subscribers' and covered dependents'

207 health coverage. The appropriate public authority of the govern-208 mental unit shall perform such administrative functions and 209 process such information as the commission deems necessary to 210 maintain said subscribers' health coverage, including but not 211 limited to family and personnel status changes and shall report all 212 such changes monthly to the commission. In the event that a governmental unit transfers subscribers to the group insurance 214 commission under this section, subscribers may be withdrawn 215 from commission coverage at either 3 or 6 year intervals from the 216 date of transfer of subscribers to the commission, as determined 217 by the written agreement which shall specify the withdrawal 218 interval and withdrawal procedures. The written agreement may 219 specify the procedures for resolving an impasse in negotiations 220 over whether to withdraw from commission coverage and for determining health coverage and contribution ratios for sub-221 scribers for the year following withdrawal from the commission, 222 provided, that in the event binding arbitration is included in the written agreement, the agreement shall provide that the dispute 225 shall be submitted to arbitration administered by the American 226 Arbitration Association under the procedures set forth in its Labor Arbitration Rules, unless the written agreement provides for a dif-228 ferent method of arbitration.

229 The decision and notice to withdraw must be made by October 230 1 of the year prior to the effective date of withdrawal. All with-231 drawals shall be effective on July 1 following the governmental 232 unit's notice to the commission. Except as otherwise provided in 233 the written agreement, withdrawal from commission coverage 234 shall revoke adoption of this section and any written agreements 235 related to the implementation of this section as of the effective 236 date of withdrawal. In the event that the acceptance of this 237 section is revoked, the appropriate public authority of the govern-238 mental unit shall abide by all commission requirements for effec-239 tuating such withdrawal, including the notice requirements in this 240 subsection. In the event a governmental unit withdraws from group insurance commission coverage pursuant to this section, 241 242 such withdrawal shall be binding on all subscribers, including 243 those subscribers who, prior to the transfer to the commission, 244 received coverage from the commission under sections 10B and 245 12 of chapter 32A, provided that, after withdrawal from the com-

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246 mission, those subscribers that received coverage from the 247 commission under said sections 10B and 12 shall under no 248 circumstances pay greater than 25 per cent of the cost of their 249 health insurance premiums.

In the event of revocation from this section, the governmental 251 unit and public employee unions shall return to governance of 252 negotiations of health insurance under chapter 150E and this 253 chapter on the effective date of withdrawal from commission 254 coverage, to negotiate healthcare coverage for subscribers 255 thereafter.

(f) To the extent authorized under chapter 32A, the commission 257 shall provide group coverage of subscribers' health claims 258 incurred after transfer to said commission. The claim experience 259 of said subscribers shall be maintained by the commission in a 260 single pool and combined with the claim experience of all covered 261 state employees and retirees and their covered dependents, 262 including those subscribers that previously received coverage under sections 10B and 12 of chapter 32A.

Notwithstanding any general or special law to the contrary, any 265 governmental unit that self-insures its group health plan pursuant 266 to the provisions of section 3A which has a deficit in its claims trust fund at the time of transferring its subscribers to the group 267 268 insurance commission attributable to failure to accrue claims 269 which had been incurred but not paid is authorized to capitalize 270 the deficit and amortize the amount over 10 fiscal years in 10 equal amounts, or on a schedule providing for a more rapid 271 272 amortization.

Except as provided otherwise herein, subscribers eligible for 274 health coverage under subsection (e) of this section shall be 275 subject to all of the terms, conditions, schedule of benefits, and 276 health carriers as employees and dependents defined by this chapter and commission regulations. The commission shall deter-278 mine all matters relating to subscribers' group health insurance 279 rights, responsibilities, costs and payments excluding contribution 280 ratios, and obligations, including but not limited to, the manner 281 and method of payment, schedule of benefits, eligibility require-282 ments, and choice of health carriers provided that these matters 283 shall be determined exclusively by the commission and shall not 284 be subject to collective bargaining, the written agreement under subsection (a) or to arbitration under the agreement. The commission may issue rules and regulations consistent with this section, and shall provide public notice of proposed rules and regulations promulgated pursuant to this section and notice of said rules and regulations at the request of interested parties, opportunity to review said rules and regulations, and opportunity to comment on said rules and regulations in writing and at a public hearing, but under no circumstances shall the commission be subject to the provisions of chapter 30A.

294 Said commission shall negotiate and purchase health coverage 295 for subscribers transferred pursuant to subsection (e) and shall promulgate regulations, policies, and procedures for coverage of 296 297 such subscribers so transferred. The schedule of benefits available 298 to such transferred subscribers shall be determined by said commission in accordance with chapter 32A. Said commission shall 300 offer such subscribers the same choice as to health carriers and benefits as those provided to state employees and retirees. The 302 governmental unit's contribution to the cost of health coverage for 303 such subscribers, shall be as determined under this section, and 304 shall not be subject to the provisions on contributions in said 305 chapter 32A. Any change to such premium contribution ratios shall become effective as of July 1 of each year, with notice to the 306 307 commission of such change no later than January 15 of the same 308 year.

309 Any governmental unit that transfers subscribers to the group 310 insurance commission shall pay the commonwealth for all costs of 311 its subscribers' coverage, including the entire cost of applicable administrative expenses and the governmental unit's proportional cost of subscribers' premium. The commission shall determine on 313 a periodic basis the amount of premium and administrative expenses which the governmental units shall pay to the state trea-316 surer, and shall certify the amounts determined as aforesaid to the state treasurer for assessment. The state treasurer shall issue a 318 warrant in the manner provided by section 20 of chapter 59 319 requiring the governmental units concerned to pay into the trea-320 sury of the commonwealth as prescribed by the commission the amounts of such premium and administrative expenses attribut-321 able to such governmental units. The treasurer shall bill the partic-323 ipating governmental unit for the full cost of coverage, including

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324 said administrative fee, in accordance with policies and proce-325 dures established by said commission and the treasurer. The 326 commission shall recoup any past due costs from the govern-327 mental unit's so-called cherry sheet pursuant to section 20A of 328 chapter 58. In the event that a governmental unit fails to pay to the 329 treasurer the costs of coverage for more than 90 days and the so-330 called cherry sheet provides an inadequate source of payment, the 331 commission may, at its discretion, cancel the coverage of sub-332 scribers of said governmental unit. In the event of cancellation 333 due to nonpayment, the governmental unit shall provide all sub-334 scribers health coverage under plans which are the actuarial 335 equivalent of plans offered by the commission in the preceding 336 year until there is an agreement with the public employee committee providing for replacement coverage. 337

Said commission may also charge the governmental unit an administrative fee, which shall not be more than 1 per cent of the 339 cost of total premiums for the governmental unit, to be determined by said commission which shall be considered as part of the cost of coverage for purposes of determining the contributions of the 343 governmental unit and its employees to the cost of health 344 coverage by the commission. Any such administrative fee charged 345 hereunder shall be placed in a retained revenue account and used 346 by said commission to pay any personnel or other costs associated 347 with the administration of municipal insurance health coverage.

(g) Any agreement reached between the governmental unit and 349 the public employee committee, including an agreement to 350 transfer subscribers to the group insurance commission, shall pro-351 vide that within the same health coverage plan the percentage con-352 tributed by the governmental unit to the premium or cost of health 353 coverage shall be the same for all subscribers covered under this 354 section. Said payments shall differ only by the type of coverage 355 elected under the plan, individual, family, optional Medicare 356 extension or other; provided, however, that the percentage con-357 tributed by the governmental unit may vary among the different 358 health coverage plans offered under the agreement reached 359 between the governmental unit and the public employee com-360 mittee. The agreement reached hereunder shall provide that the 361 percentage contributed by said governmental unit to the premium 362 or cost of at least 1 Medicare extension plan available to all

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363 eligible subscribers shall be no less than the minimum percentage 364 contributed by said governmental unit to any other health cov-365 erage plan offered pursuant to the agreement reached hereunder. 366 Any governmental unit that accepts this section shall establish by agreement with the public employee committee a contribution by said governmental unit to said premium or cost of health coverage that provides for a minimum of 50 per cent but not more than 369 99 per cent. Notwithstanding the provisions of this subsection, 370 371 where there is an agreement to transfer subscribers to the group 372 insurance commission, subscribers whose coverage was governed 373 by section 10B of chapter 32A or section 12 of said chapter 32A prior to the date that the written agreement is signed, shall not be 374 375 required to contribute more than 25 per cent of their health insurance premiums, provided, however, that the written agreement may provide for a premium contribution paid by such subscribers 377 378 of less than 25 per cent.

- (h) In the event of revocation of or withdrawal from the group 380 insurance commission under this section, all retirees, their spouses and dependents insured or eligible to be insured by the govern-382 mental unit, if enrolled in Medicare part A at no cost to the 383 retiree, spouse or dependents, shall be required to be insured by a 384 Medicare extension plan offered by the governmental unit under 385 section 11C or section 16. Each retiree shall provide the govern-386 mental unit, in such form as the governmental unit shall prescribe 387 such information as is necessary to transfer to a Medicare extension plan. If a retiree does not submit the information required, he shall no longer be eligible for his existing health coverage. The 390 governmental unit may from time to time request from any retiree, a retiree's spouse and dependents, proof certified by the federal 392 government of his or her eligibility or ineligibility for Medicare part A and part B coverage. The governmental unit shall pay any 394 Medicare part B premium penalty assessed by the federal govern-395 ment on said retirees, spouses and dependents as a result of enroll-396 ment in Medicare part B at the time of transfer into the Medicare 397 health benefits supplement plan.
- 398 (i) Where a public employee committee and governmental entity have in existence an agreement pursuant to section 19 of 399 400 this chapter as of July 31, 2006, such agreement shall remain in 401 full force and effect and shall henceforth be governed by this

- 402 chapter, as amended; provided, however, that if such agreement
- 403 provides for the transfer of subscribers to the group insurance
- 404 commission, the public employee committee and the govern-
- 405 mental unit shall amend the agreement, as needed, to be consistent
- 406 with state law.